

Southern Jefferson Davis Corridor Plan

**Adopted By The Chesterfield County
Board of Supervisors
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Prepared by the
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Introduction

Study Area Boundaries

The Southern Jefferson Davis Corridor Plan study area is bounded by West Hundred Road (Route 10) to the north, Colonial Heights to the south and I-95 to the east. The western boundary includes primarily parcels with orientation to Jefferson Davis Highway that back up to residential areas oriented away from Jefferson Davis Highway. In many places, natural features (streams and topography) and manmade structures (Happy Hill Road and the CSX Railroad right of way) provide a logical study area boundary.

Magisterial Districts

The Plan study area lies within the Bermuda and Matoaca Magisterial Districts.

How this Plan works

The Southern Jefferson Davis Corridor Plan, once adopted by the Board of Supervisors, will become part of The Plan For Chesterfield, the County's comprehensive plan. The Plan For Chesterfield is used by County citizens, staff, the Planning Commission and Board of Supervisors as a guide for future decisions affecting the County including, but not limited to, decisions regarding future land use, road networks and zoning actions. Once the Southern Jefferson Davis Corridor Plan is adopted, it will amend parts of the Central Area Plan (adopted in 1996), the Chester Village Plan (adopted in 1989), the Southern and Western Area Plan (adopted in 1993) and the Thoroughfare Plan (last amended in 1999).

Staff Analysis

The Planning Department, in conjunction with other County Departments, assessed existing conditions within the study area and performed a

land use analysis to anticipate development trends in the area to the year 2020. The results were summarized and shared with public officials and interested citizens and serve as part of the basis for the following key findings and recommendations. A 5 page summary of the existing conditions assessment and the analysis to anticipate development trends is available from the Chesterfield County Planning Department (Southern Jefferson Davis Corridor - Summary of Existing Conditions and Trends). The complete texts of the assessment and analysis are also available in separate documents. These documents are entitled Southern Jefferson Davis Corridor Plan Study Area Existing Conditions and Issues and Southern Jefferson Davis Corridor Plan Study Area Land Use Analysis, 2000 to 2020.

A Plan for Action

The Southern Jefferson Davis Corridor Plan should guide future development in ways that provide maximum benefits to Chesterfield County's current and future citizens, land owners, businesses and development community. Specifically, the Code of Virginia defines the primary purpose of the Comprehensive Plan as follows:

To guide and accomplish a "coordinated, adjusted and harmonious development" of County lands "which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare" of County citizens.

The Plan makes no attempt to determine the current or short-term marketability of any one parcel for any one use. Rather, it attempts to anticipate future needs for broad categories of uses throughout the study area for the next twenty years. In addition, the Plan does not rezone land, but serves as a guide for making decisions relative to future rezoning applications. The Plan may also suggest Ordinance amendments and other actions, such as corridor and village design studies and historic designations, which benefit the County. Finally, the Plan attempts to suggest the proper relationship of land uses to one another and to the wider community. Market forces (availability and price of land, location, character and age of competing businesses, site specific characteristics such as topography and visibility from roads, etc.) would decide the desirability of a specific use on one parcel over another, as well as the timing for developing such use, based on the principle of

'highest and best use'. The zoning process would determine the appropriateness of such use on a case-by-case basis by applying principals of desirable land use development patterns embodied in the Comprehensive Plan.

To this end, the Planning Department, Planning Commission and Board of Supervisors have incorporated into Plan amendments certain guidelines that promote development patterns which facilitate the orderly, harmonious, predictable and efficient use of the County's most limited resource - - the 446.5 square miles of land and water within its boundaries. These guidelines, as they apply to specific Plan areas of the County, are embodied in the Goals and Recommendations of adopted Plan amendments.

Goals and Recommendations

Southern Jefferson Davis Corridor Plan Area

The Goals and Recommendations that most appropriately apply to the Southern Jefferson Davis Corridor Plan study area are:

Goal 1

Promote the study area as one of the County's prime locations for industrial and commercial development:

Recommendation

- Continue to use the enterprise zone to encourage the development of the study area's vacant lands, as well as redevelopment of its older uses, by directing potential new commercial and industrial development to the Southern Jefferson Davis Highway Corridor and to appropriate locations within the corridor as suggested by the Plan.

A Countywide pattern of orderly development directs growth to appropriate locations within existing, developed areas, such as the study area. It further encourages fringe development as an orderly extension of these developed areas. The resulting growth pattern ensures efficient use of land by decreasing sprawl, promotes cost-effective use of existing public facilities by promoting infill development and encourages economical extensions of public facilities by minimizing leapfrog development. Further, it stimulates investment and reinvestment in existing viable residential, commercial and industrial areas. This growth pattern also reduces development pressure on areas within the County where the

Comprehensive Plan suggests growth should be deferred until orderly extensions of utilities are provided.

Limitations and opportunities:

The study area is part of the aging suburban area of the County. As such, it lost economic vitality and development potential in recent decades as the relatively undeveloped western portions of Chesterfield County became more attractive to homeowners and businesses. However, the County is coming to recognize the benefits of encouraging reinvestment in aging areas. Specifically, infill development is recognized as having a revitalizing influence in such areas, as well as providing a means to encourage efficient extension and use of public facilities.

The study area is characterized by much vacant land that is already zoned for a variety of commercial and industrial uses. New road construction is enhancing access within the area, as well as access to larger markets. The study area also encompasses much of the Walthall Enterprise Zone which has as its objectives: increased private investment and job creation in the area; rehabilitation of the area's existing, older commercial and industrial structures; encouragement of new manufacturing and commercial uses in the area; and revitalization of the area through increased economic activity.

Goal 2

Optimize economic development opportunities:

The area between Jefferson Davis Highway and I-95, north and south of the Walthall Interchange, has good access to regional markets. I-95 via Walthall Interchange also provides this area with access to national and international markets through the interstate transportation system, the Port of Richmond and Richmond International Airport. Therefore, this area is identified as one with potential for continued development of industrial and other employment-generating uses, as well as commercial development that supports these uses and that serve larger markets. Vacant land in this area, as well as improved properties with potential for redevelopment, should be reserved for industrial and other employment generating uses. Commercial development serving the Walthall industrial community and larger markets would also be appropriate near the interchange. New residential development, as well as piecemeal, strip commercial development that serves smaller markets, should generally be discouraged in this area.

Recommendations

- Reserve for industrial and other employment generating uses, and for commercial uses that serves area industries and larger, regional markets, land within the study area that the Plan suggests is appropriate for such industrial and commercial development.
- Through the zoning process, encourage owners of properties to aggregate acreage in a manner that provides coordinated, safe and efficient access for all parcels to the transportation network. To this end, projects should be large enough to: provide an internal road and/or driveway network for development; provide stub roads and/or driveways to adjacent properties with development potential; and minimize the need for individual uses to have individual accesses to existing or planned major arterial and collector roads.
- Through the zoning process, discourage new residential development and piecemeal commercial development from locations the Plan suggests are appropriate for industrial and other employment generating uses and for commercial uses that serve area industries and larger markets. However, increasing the depth of existing strip commercial zoning and land use along Jefferson Davis Highway may be appropriate, even in areas the Plan suggests should be reserved for industrial uses, where such zoning action results in parcel aggregation, shared access, redevelopment of older uses, and land use transitions between such uses and nearby residential areas.

Industrial and other employment-generating uses produce tax revenues which defray the costs of providing services to County residents. By facilitating the development of such uses in appropriate locations, the County continues to provide quality services to its citizens. In addition, such uses provide residents with jobs both within the County and close to home, thereby reducing commuting distances, travel times, traffic congestion, air and water pollution and transportation costs. This, in turn, enhances the quality of life for working citizens and their families. Further, reducing commuting distances reduces the need for additional transportation infrastructure, as well as wear and tear on existing infrastructure. In addition, aggregation of acreage promotes development of internal transportation networks including public streets and private driveways. This, in turn, minimizes the need for direct access to

Jefferson Davis Highway, as well as to other major arterial and collector roads, from individual parcels.

Limitations and opportunities:

Existing residential development in proximity to the Walthall Interchange, together with potential pressure for additional non-industrial development in other parts of the study area may, if not properly evaluated, limit opportunities for economic development. In addition, some properties with economic development potential may have access limitations caused by piecemeal commercial strip zoning and development patterns along Jefferson Davis Highway. However, significant opportunities exist for development of new industrial and other employment generating uses in areas where access and mitigating road improvements can be provided.

Goal 3

Encourage the development of Mixed Use Centers: Two opportunity sites have been identified as having potential for a coordinated development of office, commercial and integrated residential uses. The first opportunity site is the southwestern quadrant of a planned interchange along Jefferson Davis Highway, an area bounded by a planned limited access road to the north and fronting Jefferson Davis Highway to the east and Happy Hill Road to the south and west. This site has the potential to support a neighborhood-oriented mixed use center. The second opportunity site is an area fronting the north and south lines of Harrowgate Road at its intersection with Jefferson Davis Highway and potentially the north and south lines of Whitehouse Road at its intersection with Jefferson Davis Highway. This site has the potential to support a community-scale mixed use center.

Recommendations

- Through the zoning process, encourage owners of properties the Plan suggests are appropriate for mixed use centers to aggregate acreage large enough to: accommodate a mix of mutually supporting residential, office and commercial uses; improve access to major roads; provide intermediate land use transitions between higher and lower intensity uses; encourage pedestrian circulation; and facilitate consistency of design.

More desirable than the traditional linear 'strip commercial' pattern of development that currently characterizes much of the study area,

a pattern of strategically sized and located mixed use centers, where implemented in the County and in other jurisdictions, has proven to: minimize sprawl and the resulting inefficient use of land and public facilities; improve access to major roads, thereby assisting in minimizing traffic congestion; allow for a mix of mutually supporting residential, office and commercial uses; provide land use transitions between higher and lower intensity uses; encourage pedestrian circulation; and facilitate consistency of design (architecture, signage, landscaping, street lighting, etc.). In addition, mixed use centers provide business locations that can serve area residents and workers, further reducing traffic and travel times.

The size, location and mix of centers should be determined in part by market area, availability of adequate access to the transportation system, and availability and suitability of land. In general, however, neighborhood-oriented mixed use centers should be between twenty and forty acres in size and be located on one corner of the intersection of two major arterial roads or on one corner of the intersection of a major arterial road and a collector road. Community-scale mixed use centers should be between fifty and seventy-five acres, be located at the intersections of major arterial roads, and the commercial uses should be located at one corner of the intersection and be surrounded by office and residential use transitions.

Limitations and opportunities:

Existing linear zoning and land use patterns within the study area, together with the infill nature of the study and surrounding areas, may limit opportunities for development of mixed use centers. However, where possible, the nodal, mixed use center pattern of development should be encouraged.

Goal 4

Encourage land use transitions: Encourage land use transitions between less intense uses, such as residential areas, and more intense uses, such as commercial and heavier industrial areas.

Recommendations

- Use the Plan to suggest land use transitions between residential development and commercial and heavier industrial uses.
- Use the Plan and zoning process to encourage a greater depth of development that provides less intense transitional uses adjacent to residential areas. The phasing

of development should require that transitional uses be developed prior to, or in conjunction with, development of more intense land uses.

- Where land use transitions are not possible due to existing strip development patterns, use the zoning process to negotiate use restrictions and design standards, for new development and redevelopment requiring zoning action, that protect residential areas from potential adverse impacts generated by more intense uses.
- Use the Plan and zoning processes to negotiate use restrictions and/or mitigating design standards on, or the rezoning to less intense land uses of, General Commercial (C-5) zoned properties lying adjacent to residential areas. Mitigating design standards could include limitations on hours of operation and lighting, orientation of buildings to provide screening and sound attenuation, etc. In this regard, encourage owners of parcels requesting zoning for additional commercial zoning in proximity to such C-5 zoned property to process rezonings for both parcels.

A hierarchy of land uses, from more to less intense, provides the best protection to residential areas. Other protections (buffers, orientation of uses, and design standards which reduce nuisances such as noise, traffic and light, etc.) are supplemental mitigation to the primary protection provided by physical separation between incompatible uses, but do contribute to the overall appearance and livability of the community.

Limitations and opportunities:

Much of the existing land use pattern within the study area is characterized by older residential areas adjacent to older commercial strip zoning and uses. In most instances, these residential areas do not have the benefit of buffers or other mitigating design features to lessen the impact of adjacent, commercial activity. This pattern continues with new residential subdivisions in the study area. Specifically, homes in Amherst and Forest Lake Subdivisions have been built in proximity to existing commercial uses or vacant land zoned for general commercial use.

However, in many places, encouraging greater depths of non-residential zoning can afford opportunities to provide land use transitions between more intense commercial uses and residential areas. In addition, opportunities may occur to negotiate use restrictions, design standards, and/or rezoning to less intense

classifications, on C-5 zoned properties that lie adjacent to residential areas.

Goal 5

Promote orderly redevelopment trends: New commercial/industrial development and redevelopment within the study area is revitalizing, and in some cases replacing, older commercial and residential uses. While these trends should be encouraged, healthy residential areas should be protected from encroachment. At the same time, residential areas likely to experience increased pressure for redevelopment to non-residential uses, in areas where redevelopment is deemed appropriate, should be protected until redevelopment occurs.

Recommendations

- Office, commercial and/or industrial rezoning and redevelopment that has the potential to encroach on existing residential areas should be accomplished on parcels aggregated to sufficient size, design and location to protect the character and environment of the remaining residential uses.
- New commercial, office and/or industrial uses should not be interspersed with existing residential uses.
- New commercial, office and/or industrial uses should be designed to discourage increased traffic on local residential streets.

The preservation, maintenance and in some cases redevelopment of older areas of the County forestalls decline and blight and contributes to the overall health of the larger community. Specifically, healthy residential areas, if protected from piecemeal non-residential encroachment, can provide affordable housing without government subsidy, optimize the use of existing infrastructure and contribute to the County-wide goal of minimizing suburban sprawl. At the same time orderly redevelopment of some residential areas, in locations where non-residential uses are deemed appropriate, promotes economic development.

Limitations and opportunities:

Portions of the study area have experienced redevelopment from residential to commercial and industrial uses in a piecemeal manner, allowing commercial and industrial uses to encroach into residential areas without consideration for the potential adverse impacts these non-residential uses can have on

remaining nearby residences. Commercial and industrial redevelopment is expected to continue and will most likely exert additional pressure on residential areas located within, or in proximity to, areas that are deemed appropriate for commercial and industrial uses. Opportunities exist to ensure that redevelopment, where appropriate, occurs in a manner that protects the character and environment of remaining residential uses.

Goal 6

Ensure that office, commercial and industrial development, when viewed from public places, has visual appeal: New construction or redevelopment within the study area is regulated by zoning conditions and Zoning Ordinance requirements. Specifically, new construction or redevelopment in the northern portion of the study area from West Hundred Road south to Bermuda Hundred Road, and in the southern portion of the area, from Colonial Heights north to Tinsberry Creek, is subject to Post Development Area standards, while new construction and redevelopment in the remainder of the corridor is subject to the higher, Emerging Growth standards. These standards address access, parking, landscaping, architectural treatment, setbacks, signs, buffers, utilities and screening of dumpsters and loading areas. In particular, the Post Development Areas reflect existing and often older commercial zoning and land use, holding new construction and redevelopment in these areas to a lesser standard. The Emerging Growth Area reflects the potential for significant new development and holds such development to higher standards.

Recommendation

- Through the zoning process, encourage adherence to Emerging Growth development standards for new office, commercial and industrial construction and redevelopment throughout the study area.

Adherence to Emerging Growth development standards better ensures that new development and redevelopment within the study area has visual appeal. In particular, in recent years new development or redevelopment in the northernmost portion of the study area (a Post Development Area) has been held through zoning actions to higher design standards, resulting in a more visually pleasing environment than would have occurred under Post Development Area standards alone. Encouraging adherence to Emerging Growth standards in areas currently under Zoning Ordinance Post Development standards, as

opposed to amending the Zoning Ordinance to require Emerging Growth standards, would continue this process without making existing development non-conforming.

Limitations and opportunities:

Many older commercial uses within the study area were developed prior to adoption of current Zoning Ordinance development standards. However, as noted herein, new commercial and industrial development and redevelopment within the study area is revitalizing, and in some cases replacing, older uses. The County recognizes that new construction and redevelopment should adhere to design guidelines which ensure these uses, when viewed from public places (such as along roads), have visual appeal. In this manner, new construction and redevelopment will contribute to the overall appearance and livability of the community, making surrounding properties more desirable for development and existing residential areas more attractive as places to live. In recent years new development or redevelopment in the northernmost portion of the study area (a Post Development Area) has been held through zoning actions to higher standards. This trend should be encouraged.

Goal 7

Protect and preserve historic and cultural resources: Sites within the study area may potentially have significant historic or cultural significance. These include the cottage motels, at various locations on the east and west lines of Jefferson Davis Highway, and Arrowfield Estates, a cluster of residences located along the north side of Arrowfield Road, east of Jefferson Davis Highway.

Recommendations

- Encourage the Chesterfield County Preservation Committee to work with the property owner(s) of one or more of the cottage motels to have the property designated as a County, State and Federal historic landmark, a culturally and eventually historically significant reminder of the age of motoring in America that predated the high speed, limited access, interstate highway system.
- Encourage the Chesterfield County Preservation Committee to work with the property owner(s) of Arrowfield Estates to determine if this property should be designated as a County, State and Federal historic landmark.

- Encourage the Chesterfield County Preservation Committee to explore the potential for portions of the study area to qualify for State and Federal Historic District designation.
- Encourage the preservation of designated structures and/or sites by allowing adaptive reuse that is compatible with existing or anticipated development in the area.

Comprehensive Plan amendments attempt to identify structures and sites within study area boundaries that have historic or cultural significance. Protection of such structures and sites offer the best opportunities for presenting and interpreting the County's historic and cultural heritage. Adapting these structures and sites to appropriate alternate uses further contributes to ensuring their preservation and maintenance.

Limitations and opportunities:

Jefferson Davis Highway has a long history as a major transportation corridor; however, few structures or sites of historic and/or cultural significance survive within the study area. This can be attributed, in part, to the lack of interest in historic preservation in the past which led to destruction of structures and loss of sites from neglect and redevelopment of properties.

Very little thought has been given to the preservation of twentieth century sites and structures in Chesterfield County; however, it is conceivable that, as time passes, the cottage motels along Jefferson Davis Highway may become culturally and eventually historically significant reminders of the age of motoring in America that predated the high speed, limited access, interstate highway system. In addition, the residences and grounds of Arrowfield Estates may have historic and/or cultural significance, based on conversations with, and preliminary data provided by, the current property owner which indicates the structures may date to the mid-nineteenth century. Given the well maintained condition of this property and its potential for adaptive reuse, further research into the historical and/or cultural significance of this property is merited.

Goal 8

Improve the transportation network: As development occurs, provide safe and efficient roadways and supporting transportation facilities to mitigate the traffic impact of such development.

Recommendations

- Amend the Thoroughfare Plan to include the following: 1) identify Walthall Industrial Parkway as a sixty (60) foot collector and; 2) include a proposed sixty (60) foot wide collector from Pine Forest Drive to Walthall Industrial Parkway.

An adequate transportation network helps achieve the goal of optimizing economic development by ensuring that roads accommodate the free flow of traffic and provide safe and efficient access to the regional transportation network. The Thoroughfare Plan identifies the need to improve existing roads, as well as construct new roads to accommodate growth. Improvements to existing roads, as well as new road construction, generally include right-of-way dedication, pavement widening, horizontal and vertical alignment improvements, ditch relocation to provide adequate shoulders, and utilities adjustment and/or relocation.

Limitations and opportunities

Access limitations exist within the study area. In particular, primary access for future development in the southwest quadrant of I-95 and Route 10 (West Hundred Road), north of John Tyler Community College, may be limited to one intersection along Jefferson Davis Highway, at Weir Road. The capacity of this intersection will determine the development potential of properties in this area. In addition, a public road connection may be needed between Harrowgate Road and Whitehouse Road in order to adequately accommodate traffic generated by future development in the vicinity of the Harrowgate Road/Jefferson Davis Highway intersection. Finally, existing roads throughout the study area need to be improved and new roads constructed to accommodate new development.

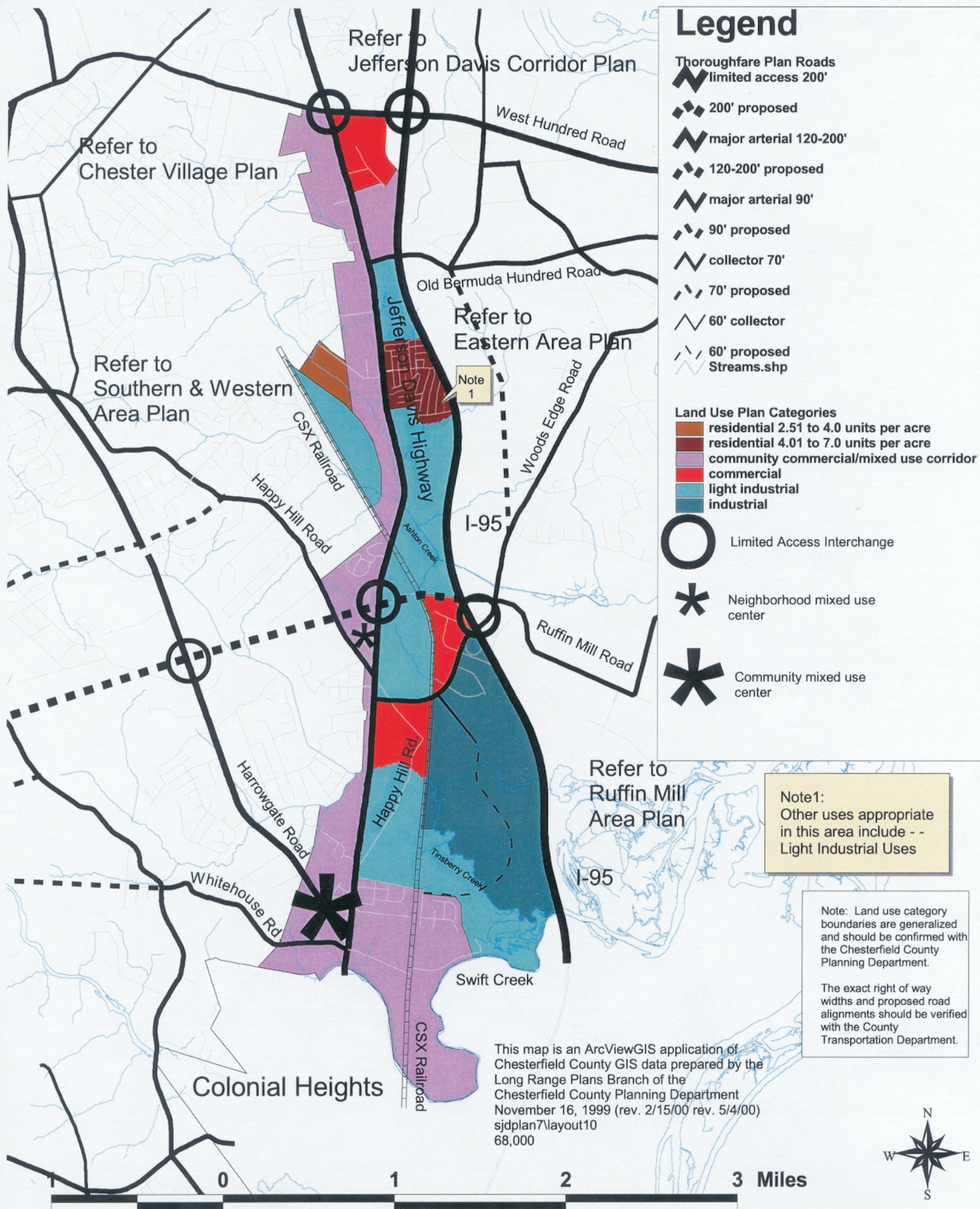
However, planned transportation improvements are providing portions of the study area with better access to I-95. Better access to I-95 will enhance the area's ability to serve regional markets, as well as national and international markets via the Port of Richmond and Richmond International Airport. In addition, the Zoning Ordinance requires a coordinated transportation management plan for proposed development to include supporting traffic analysis to identify mitigating road improvements for requested densities to achieve an acceptable level of service. As development in this area continues, additional opportunities to improve access should occur as zoning, subdivision and site plan actions implement the goals of the Plan.

An opportunity to provide additional public road access, via a new collector road, has been

identified in the southern portion of the study area. This collector road would improve access for existing residential areas, to include Millside Subdivision, as well for area industrial uses. Development proposals in this area should include the dedication of right-of-way and construction of any section of this collector road that is located within the property boundaries of the proposed use. The collector shall only be developed if an alignment can be determined which will not preclude or inhibit economic development opportunities along the corridor.

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Land Use Categories

Southern Jefferson Davis Corridor Plan

Residential (2.51 to 4.0 dwellings per acre): Residences, and under circumstances that ensure compatibility with existing and/or anticipated area residential development, places of worship, schools, parks and other similar public and semi-public facilities.

Residential (4.01 to 7.0 dwellings per acre): Residences, and under circumstances that ensure compatibility with existing and/or anticipated area residential development, places of worship, schools, parks and other similar public and semi-public facilities.

Neighborhood Mixed Use: Neighborhood-oriented commercial uses, including small shopping centers, service and office uses that serve neighborhood-wide trade areas. C-2

Community Commercial/Mixed Use Corridor: Community-scale commercial uses, including shopping centers, service and office uses that serves community-wide trade areas. Residential uses of various types and densities may be appropriate if part of a larger mixed use project and the design is integrated with other uses. C-3

Commercial: General commercial uses, including automobile-oriented uses and light industrial uses. Residential uses of various types and densities may be appropriate if part of a larger mixed use project and the design is integrated with other uses. C-5

Light Industry: Offices, warehouses and light industrial uses, including research and development uses and light manufacturing dependent upon raw materials first processed elsewhere. Moderate industrial uses may be appropriate when designed, located and/or oriented to ensure compatibility with less intense uses, and where appropriate access and transitions are provided. Retail and service uses that serve primarily surrounding permitted uses may be appropriate when part of a larger development. I-1 and I-2

Industrial: Manufacturing uses processing raw materials, heavy warehousing and trucking terminals. Retail and service uses that serve primarily surrounding permitted uses may be appropriate when part of a larger development. Heavy industrial uses should be located and designed to minimize impacts on existing and anticipated area development of lesser intensity. I-2 and I-3